

# **Functions of the Office of the Coordinator for Reconstruction and Stabilization at the U.S. Department of State**

Report Pursuant to the Conference Report (108-792)  
accompanying the Consolidated Appropriations Act, 2005 (P.L. 108-477)

## *Background and Status:*

A consensus has developed within the Executive Branch, in Congress and among independent experts that the U.S. Government needs a more robust capability to manage stabilization and reconstruction operations in countries emerging from conflict or civil strife. In July 2004, Congress authorized the reprogramming of a limited amount of funding to create the State Department's Office of the Coordinator for Reconstruction and Stabilization (S/CRS).

***S/CRS Mission:*** *To lead, coordinate and institutionalize U.S. Government civilian capacity to prevent or prepare for post-conflict situations, and to help stabilize and reconstruct societies in transition from conflict or civil strife, so they can reach a sustainable path toward peace, democracy and a market economy.*

Since July, S/CRS has established interagency coordination mechanisms; developed new planning structures; initiated coordination with the Department of Defense, including planning exercises with combatant commands on stabilization and reconstruction; designed a system to identify target countries; forged strong relationships with key USG partners; consulted with NGOs and think tanks; and reached out to foreign governments and international organizations. S/CRS has also begun creating an operational database that catalogues capacity to tap contracts across the interagency. As the Office has developed, it has consulted regularly and worked closely with members of Congress who have shown critical leadership on the issues of civilian post-conflict management. This consultative process will be ongoing as the Office continues to develop.

## *Organizational Structure and Functions*

Preparing for and managing conflict has become one of today's major national security and foreign policy challenges. S/CRS will work with appropriate regional experts to lead interagency teams to initiate post-conflict reconstruction and stabilization packages, manage civilian stabilization and reconstruction response teams in Washington and the field, and identify and plan responses to

post-conflict situations. S/CRS will also provide leadership in the interagency on: monitoring of potential states in crisis, assessing lessons-learned and integrating them into training, presenting cross-cutting budget requests for capacity-building, overseeing resources allocation for a response, developing and managing civilian standby capabilities.

S/CRS was established in the State Department, due to the Department's lead role on foreign policy; however, the Office is interagency in both character and function. S/CRS has developed a core staff of 37 – eight in permanent positions, and 29 non-reimbursable detailees from the State Department, the Office of the Secretary of Defense, Joint Chiefs of Staff, Joint Forces Command, Army Corps of Engineers, Central Intelligence Agency, Treasury, and USAID. The Department of Justice is in the process of identifying someone. In terms of structure, the Coordinator, Ambassador Carlos Pascual, reports directly to the Secretary of State and has the rank of Assistant Secretary Equivalent.

The Office has been divided into four divisions: Humanitarian Reconstruction and Economic Stabilization, Monitoring and Planning, Resource Management, and Security and Governance, each led by a deputy coordinator.

Mindful of the important role played by the international community, S/CRS has designated a position to focus solely on diplomatic strategy. The office also has a public affairs officer and a senior military advisor.

*S/CRS' Five Core Functions:*

- Monitor and plan: Facilitate decision-making and develop clear policy options to avert crises when possible, and prepare for them when necessary.
- Mobilize and deploy: Coordinate the deployment of U.S. civilian resources, on-the-ground operations, and implementation of programs.
- Prepare skills and resources: Deploy and sustain personnel and resources until traditional support mechanisms can operate effectively.
- Learn from experience: Incorporate best practices and lessons learned into training, planning, exercises, and operational capabilities.
- Coordinate international resources: Harmonize approaches, coordinate planning, accelerate deployment of assets, and increase the interoperability of personnel and equipment.

Additional funding for personnel would allow the office to expand its capabilities to lead efforts to: identify conflict prevention and mitigation efforts, collect and institutionalize lessons learned, to prepare additional contingency plans, to manage operations, and to develop additional programs and mechanisms for the rapid deployment of personnel.

## *Interagency Coordination*

Developing a civilian response capability that is agile, flexible, scaleable, and institutionalized will require close coordination across the U.S. Government. S/CRS has been charged with leading interagency coordination of civilian stabilization and reconstruction activities to ensure a unified response; it will not supplant the programs or mechanisms resident in other offices and agencies. To provide a forum for consultation and advice, S/CRS leads a Policy Coordinating Committee on Reconstruction and Stabilization, and established a standing set of eight Interagency Working Groups (IWGs): Transitional Security, Rule of Law, Governance and Participation, Economic Reconstruction, Humanitarian Assistance, Infrastructure Development, Resources and Monitoring, Analysis and Intelligence. Chaired by S/CRS staff, these IWGs will plan, develop, coordinate, and implement policies, and help manage reconstruction and stabilization operations.

S/CRS has engaged the IWGs in assessing capabilities available through the U.S. Government and contracts with individuals, firms and non-governmental organizations. The IWGs will work to ensure that any identified gaps are filled and that barriers to rapid response are dismantled. Membership on the IWGs is drawn from State Department bureaus and other agencies.

### *Key Partners:*

S/CRS is the coordinator and integrator of USG efforts, not the implementer. S/CRS will enable and assist those agencies and State bureaus in developing more effective and rapid response capabilities.

Key partners for implementation include:

- U.S. Agency for International Development: the humanitarian assistance coordinator for the USG, will be the implementer for the majority of programs. In addition, AID experience with field deployments will serve as a platform for development of more expanded deployment teams.
- The Department of Justice and the State Bureau of International Narcotics and Law Enforcement: primary providers of programs for international civilian police, police training, and law enforcement and justice sector development.

- Central Intelligence Agency and Bureau of Intelligence and Research: provide analytical support to the identification of countries of concern for monitoring function.
- Department of the Treasury: provides support to development of financial systems.
- Bureau of Population Refugees and Migration: manages programs for refugee relief through international organizations.
- In addition, several State bureaus have leadership in key areas and work with us on our specific stabilization and reconstruction mandate: the Bureaus of Human Resources, International Organization Affairs, and Political Military Affairs.

### *Civilian-Military Planning and Coordination*

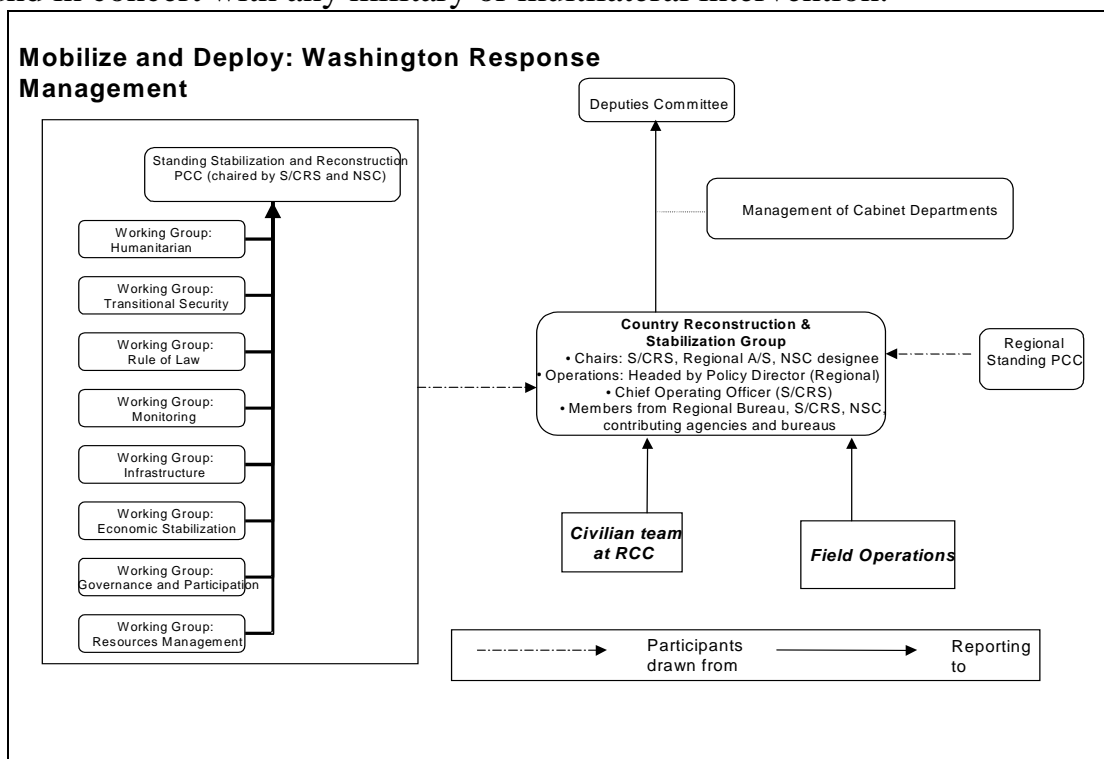
Decisions made in the military planning phase have implications for the long-term success of stabilization and reconstruction operations, and for the ability to transition from military to civilian teams. In order to best plan for and carry out post-conflict and complex contingency operations, and provide the military with viable exit strategies, the USG should strive for the closest possible coordination between the civilian and military branches of government. This coordination needs to exist at every step in the process, from contingency planning, gaming and exercises, through operational planning for actual missions and field deployments. Civilian agencies have not previously been organized to effectively engage in such in this way.

To fill the gap, S/CRS will lead the interagency in developing a common template for civilian and military S&R planning, in integrating civilian and military planners into each other's processes, and in the execution of post-conflict stability operations. The Office has been regularly consulting with combatant commands (JFCOM, EUCOM, SOCOM, SOUTHCOM, and CENTCOM), and has established strong working relations with the National Defense University, the Army War College, and the Naval War College. To work towards building civilian planning capabilities robust enough to fully integrate with military planning, S/CRS has been working closely with the Foreign Service Institute.

## Operational Approach

Based on trends over the last decade, the United States must have the capacity to conduct and manage two to three concurrent stabilization and reconstruction operations. History has shown that successful operations generally require a commitment of 5-10 years. Without this long-term perspective, 50% of all stability operations have lapsed back into conflict within five years. Washington management of post-conflict stabilization and reconstruction will require a strong, unified interagency effort that focuses the necessary skills, resources, and policy attention on countries emerging from conflict and civil strife.

When deemed necessary by the Secretary of State and National Security Council, S/CRS and the State regional assistant secretary will convene with the NSC staff a *Country Reconstruction and Stabilization Group (CRSG)* that brings together country and technical experts to plan and manage U.S. post-conflict responses. Regional bureaus will provide the country and bilateral policy expertise and designate a policy director. S/CRS will ensure that CRSGs draw together the skills needed from the interagency community and build on experience and best practices. The CRSG will provide policy oversight and logistical support for post-conflict field operations, advise the Deputies Committee, and deploy interagency teams of technical experts to support and facilitate delivery of assistance on the ground in concert with any military or multilateral intervention.



If there is a significant USG military operation, a Humanitarian, Reconstruction, and Stabilization Team (HRST) will deploy to the Regional Combatant Commander to assist in joint planning of civilian and military activities. S/CRS is leading an interagency effort to develop a model for civilian teams that can deploy together with the military at the brigade or division level and establish a decentralized presence to undertake stabilization activities almost in parallel with military operations.

Once normal programming and budgeting processes and normal bilateral assistance management mechanisms can handle the long-term development efforts, the CRSG would phase out its operations.

### *Civilian Response Capability*

S/CRS has proposed creating a skills base that can tap four sets of resources to institutionalize the capacity to deploy quickly and effectively. In the event of U.S. military action, civilian deployment would be planned in advance with the Defense Department and would be coordinated through civilian teams on the ground. When a U.S. Embassy is present in the country, the CRSG will identify staff, and technical and resource needs with the Chief of Mission. U.S. civilian efforts will be coordinated with international efforts and seek to leverage maximum international participation.

*By creating civilian mechanisms that allow the military to leave earlier, the investment is paid off.*

With resources, S/CRS would envision developing four sets of response capabilities that can deploy quickly and effectively.

- **Leadership and Coordination.** S/CRS will draw on its staff for Washington management and may deploy staff when needed to lead, coordinate or manage USG civilian field operations or to strengthen Embassy capabilities to do so. New staff are required in sufficient numbers to build the core management function that will make the critical difference in our efforts. We must have people who are assigned to participate in military exercises, attend training, develop models for deployment and planning, prepare contingency plans, engage in preventative planning, and to engage with allies, international organizations, and NGOs.

- **Active Response Corps and Standing Corps.** An Active Response Corps of Civil Service and Foreign Service Officers in the State Department is proposed that will train and exercise together, perform roles that are related to stabilization and reconstruction in regional and functional bureaus, and deploy as first responders to create the diplomatic base for stabilization and reconstruction. Staff rotating through these assignments will remain in a Standing Corps that will grow over time to several hundred. Additional resources will be needed for the Department to fully realize this training and deployment capability. These groups will staff planning teams, deploy with the military, or augment Embassy staffing.
- **Technical Corps.** Technical capabilities in partner agencies and bureaus are needed to design, execute and manage stabilization and reconstruction activities. Since these partners will have long-term resource commitments and management responsibilities, they must be involved from the outset to ensure accountability for field performance. S/CRS will rely on this expertise and will seek to fill any gaps identified.
- **Global Skills Network.** The USG will also need to call upon skills resident in the private sector, international organizations, NGOs, individuals, think tanks and universities. The S/CRS interagency working groups will identify key skill areas and will be the conduit for establishing an operational database of global pre-positioned funding mechanisms for acquiring rapidly needed skills and developing a network of arrangements to deliver them. These mechanisms will form the bulk of the deploying civilian implementation capabilities for delivery of services and programs. S/CRS has commissioned a feasibility analysis on a civilian “reserve” component that would place certain core technical capabilities under direct government control. To utilize these mechanisms quickly and effectively, we have proposed flexible budget authorities and a Conflict Response Fund. This program funding would allow rapid response while additional needed funds are sought.

### *Engaging International Partners*

In the vast majority of circumstances, the United States will participate in stabilization and reconstruction efforts as part of a broader multilateral effort, whether this takes the form of a United Nations-led operation or narrower coalition. S/CRS is working with international partners to increase global capacity for peacekeeping and peace support activities. The Office will serve as the

coordinator of U.S. efforts to reach out to bilateral partners, international and regional organizations, international financial institutions, and NGOs to promote effective burden sharing, to highlight potentially vulnerable societies, foster international discussions, and to coordinate crisis responses, including information dissemination to the crisis-affected community and the international community. In so doing, S/CRS will work closely with State Department bureaus, USAID and the Department of Treasury. S/CRS has begun intensive consultations on all of these fronts, to ensure that the efforts of others complement and are interoperable with evolving USG capabilities. To date, S/CRS has consulted with UNDPKO, UNDPA, OCHA, UNICEF, UNDP, NATO, EU, G-8, and the World Bank. S/CRS has also met with officials from the UK, France, Germany, Canada, and Italy. Initiatives and new structures are being developed in many of these countries that parallel our focus. By strengthening U.S. capacity to address post-conflict situations, the U.S. will be an even more effective international partner.

### *Future Issues for S/CRS*

Building an effective civilian capacity to manage post-conflict operations will reap tremendous benefits for the U.S. Government.

With S/CRS's quick-launch diplomatic capacity and design teams, and quick-start program funding, the U.S. Government will

be able to get civilian teams on the ground within days, not months, saving time, money, and most importantly lives. These capabilities will ease the stress on U.S. military forces by allowing for the earliest possible transition from military to civilian teams. Doing so will increase the possibilities for success in the operation. Finally, it will demonstrate U.S. leadership in international responses, and contribute to national prestige.

#### *Critical Requirements to Deliver and Implement*

- ❑ S/CRS leadership and coordination
- ❑ Diplomatic Operations: Active Response Corps
- ❑ Technical Corps for Design and Management Skills
- ❑ Advance Civilian Teams
- ❑ Global Skills Network of pre-positioned funding mechanisms
- ❑ Conflict Response Fund with flexible authorities to jumpstart post-conflict operations.

As the Department of State and interagency partners continue to work on developing the necessary capabilities for post-conflict response, additional needs to fill critical capabilities gaps and for operations will be required. Resources for management capabilities and for programs will also be necessary, and the Administration will work closely with the Congress to address the future development of the Office.